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ABSTRACT

Faced with declining enrollments and decreasing resources, institutions of higher education need to consider new ways to conceptualize their purposes and the administrative processes relevant to those purposes. Asserting that the organizational structure of the institution and the learners, educators, and instructional methods interacting in that structure are the major elements manipulated through administrative processes, this report urges implementation of efforts to develop student capabilities and motivation, faculty strengths, instructional techniques, and organizational structures. General developmental trends are described. The report then proposes a conceptual model of the interactions among the four domains described, presenting the model graphically as a Venn diagram of four intersecting circles. The model is intended to encourage awareness of the dynamic interplay among any two, three, or four domains, thus permitting more holistic management or administrative approaches to the various aspects of the development of higher education. (PGD)

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EXCEL

EXChange for Enrichment of Learning

Report:

A HOLISTIC

MODEL OF EDUCATIONAL

MANAGEMENT AND ADMINISTRATION

U.S. DEPARTMENT OF EDUCATION
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A HOLISTIC MODEL OF
EDUCATIONAL MANAGEMENT AND ADMINISTRATION

Abstract

Colleges and universities are becoming increasingly involved in learning, faculty, instructional and/or organizational development. Although each of these approaches has unique and individual merit, the real benefit rests in their synergistic and interactive effect. This work proposes a model of educational resources management and administration to facilitate this holistic end.

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September 1982

A HOLISTIC MODEL OF

EDUCATIONAL MANAGEMENT AND ADMINISTRATION

The 1980 national conference theme of the American Association for Higher Education - Hard Times Ahead - has given academia a foreboding hint of ominous things to come. The prudent observer does not have to look far to find concrete evidence to substantiate this alarming view. As Kerr's Carnegie Council on Higher Education report has projected, student enrollments are expected to deteriorate for the first half of this decade, level off temporarily, then erode again in a downward spiral until the mid-1990's (Scully, 1980). To further exacerbate the situation, Al Carter (1976) has predicted a continuing trend toward the heavy overproduction of PhDs during the 1980's in comparison with anticipated openings. At the same time, initiatives like California's propositions 13 and 9 have challenged the strength of higher education's fiscal base. With many institutions finding themselves heavily "tenured-in", these combinations of circumstances are, indeed, unsettling.

One ray of hope in an otherwise gloomy scenario is the recent American Council on Education's study suggesting that aggressive recruitment may be a viable means of combating declining enrollments (Magarrel, 1980). This news, however, may come as a mixed blessing. Since the proposed targets of the stepped up recruiting efforts are

those typically underrepresented - the minority and low-income groups, women in their 20's and early 30's, and men over 35 - adaptation to changing student needs may pose still another institutional dilemma.

Given these challenging conditions, higher education must now seek new ways of producing a more efficient and responsive educational environment. One productive approach might be the re-examination of the conceptual framework around which an institution's major educational resources and assets - its learners, faculty, instruction and organization - are managed and administered. It is the intent of this paper to present a holistic model of educational administration and management with emphasis on the powerful synergistic and interactive benefits which may be realized.

The Learner

The learner is higher education's reason for being. Without the learner the institution will find it increasingly more difficult to justify its existence as merely a bastion of free thought and research. With the mood of the public clearly shifting to practical and pragmatic matters, future acceptance of higher education's mission will hinge heavily on its ability to produce an educational service tailored to the public's need. Like any other business enterprise, higher education must come to grips with the fact that it is rendering a service to demanding consumers - student learners.

These students, like any other disciplined consumers, will buy only what they find relevant and useful and will trade only where they are well-treated and served. Simply stated, these learners can no longer be viewed as those bothersome creatures with whom faculty and administrators must compete for parking.

The nature of the higher education learner has changed and will continue to change in the decade ahead. If the proposed American Council on Education's recruiting strategy is employed, increasingly larger numbers of nontraditional students will be encountered. Historically, these students have been fundamentally ill-prepared for the academic rigors of higher education. Without decisive learning skill development assistance, this increasingly large body of students will find that the open door is merely a revolving door to academic oblivion. This is a tragic waste of human resources that neither the student consumer nor the institution can afford in the 1980's.

Lack of adequate learning skills is not the exclusive problem of the nontraditional student alone. Regrettably, the American educational system is producing a generation of graduates who are deficient in reading, writing, listening, studying, and computing skills.

As higher education inherits these skill-deficient students, it is faced with three possible solutions. First, it may continue to expect high levels of learning skills proficiency as prerequisites and summarily fail those

who cannot produce academic work up to standard. Secondly, it may lower the standards of academic excellence. The third alternative is to acknowledge the fact that an ever increasing number of college students will continue to be poorly prepared and to consider developing student-centered programs to specifically address that problem.

The folly of the first approach is obvious. In these times of fiscal austerity, few institutions can afford to throw away students with the expectation that there is a never-ending supply just around the corner. Surely the second alternative is equally inappropriate. The lowering of academic standards to maintain student enrollment would undermine the credibility and value of the college experience. This would have long term negative effects not only to higher education, but to the public as well. The third alternative - focusing on the learning development needs of the student - would appear to be the most appropriate and productive answer. Fortunately, many institutions have come to this realization and are currently involved in learning development programming.

Sullivan (1979), in an exhaustive three-year study of 2,878 higher education institutions in the United States and Canada, identified 1,848 facilities or programs on 1,433 separate campuses which "were specially designed to improve learning or instruction". In the collection of these data 128 variations in the name of the program

or facility were observed. Since the highest single frequency descriptor was "learning" and the highest frequency generic term was "center" the amalgamated term "learning center" was used to describe this rapidly growing movement.

Operationally, these learning centers vary in function as well as name from one institution to another. A trend of commonality does, however, run through most. Typically, each seeks to limit unnecessary college drop-outs, enhance learning skills, minimize the trauma of academic failure, and ultimately improve the academic performance of their students. Learning centers frequently deliver services through a host of professionally or paraprofessionally based subprograms employing a wide variety of educational materials and instructional technologies. Some programs are offered for regular credit while others are offered for noncredit or institutional credit (e.g. not applying toward degree requirements). Some are required while some are voluntary. Some are offered to all students, and others apply only to special target populations like the disadvantaged or handicapped. Many institutions have created developmental education academic departments while others have chosen separate autonomy as nonacademic centers. Regardless of these variations, the underlying objective focuses on assisting students in becoming more efficient learners so that they might better adapt to and benefit

from the collegiate instruction offered.

Although it is significant that at least one-half of all higher education institutions in the United States have made some initial commitment to the improvement of student learning skills, the majority of these programs are very modest in scope. Some involve only the commitment of a part of one person's professional activities and have operating budgets of less than $10,000 per year. Admittedly, there are some major learning development facilities with sizeable professional staffs and budgets in excess of a quarter of a million dollars, but these are few. At present, the learning center movement is in a transitional period between infancy and blossoming adolescence (Sullivan, 1980). As is characteristic in adolesence, the movement is likely to struggle during the 1980's with the issues of identity, independence and acceptance.

To date, higher education has had its awareness raised to the importance of the learning development issue, but is not currently committing much more than fiscal tokenism to the effort. Much of the current programming is heavily subsidized by the federal government. Unwilling to commit their own funds to this effort, hundreds of institutions breathlessly await their annual transfusion from our nation's bountiful coffers.

Although there is always the spectre of non-refunding, institutions often cling to the belief that they will be mercifully spared. When the fateful day comes they shudder at the thought of having to absorb what then appears to be an expensive personnel and program obligation. A typical response is to frantically search for a new federal program for salvation.

The infusion of federal funds into the learning development arena has, therefore, become a double-edged sword. Although usually necessary to get programming started, it all too often breeds a debilitating sense of dependency and subtly encourages the institution to put its own funds on other "more important" priorities. Unfortunately, when federal funds cease, the sponsored program often dies or is severely modified. The real test of an institution's commitment is the degree to which it spends its own hard money in direct support of its institution's learning development program. If funded with soft money of any variety, the probability of program continuance is suspect and its ultimate incorporation as a fundamental ongoing emphasis is delayed.

Conceptually, the learning development domain has established itself as a highly productive area of emphasis. Administratively and fiscally, however, this student learner oriented movement is struggling for full recognition and acceptance. The austerity of the 1980's may help higher education realize the fundamental importance

of this domain and clarify how it logically fits into a holistic approach of educational management and administration.

The Faculty

Historically, the higher education institution has been fondly conceived on as a community of scholars. The faculty has, therefore, always been a central and vital component of this environment. The notion that the faculty is an asset or resource which must be skillfully managed is, however, a somewhat new and revolutionary idea.

During the boom periods between World War II and the 1960's student growth was steady; the supply of new PhDs was increasing; faculty mobility was high; and public sympathy was relatively favorable to higher education. In this milieu, management of faculty merely meant hiring additional staff when the need arose. As these faculty members finished their probationary teaching period, they were typically offered a life-long commitment by the granting of tenure.

As the tide began to turn in the early 1970's, the reality of a coming period of retrenchment became increasingly evident (Astin, 1974). Unfortunately, this period of faculty recession is expected to continue and, most probably, worsen in the coming decade (Carter,1976). Institutions are finding that they must now pay for excesses of the past (Glenny, 1976). The combined effects

of high relocation costs, revised retirement age, erosion of salary buying power, and limited number of faculty openings coupled with the security of tenure leads to one inevitable conclusion - faculty are moving less frequently. The institution is, therefore, inheriting a "steady state" faculty in a "declining state" environment. In an attempt to maintain institutional vitality, the evolving faculty development approach focused its attention on the faculty member in an effort to enhance talents, expand interests, improve competence, and otherwise facilitate both professional and personal growth, particularly in the role as instructor (Gaff,1975).

Like the learning development domain previously discussed, faculty development programming is not uniform across campuses. Faculty development typically involves such activities as: (1) teaching excellence awards; (2) student evaluation of teachers; (3) peer evaluation of teaching; (4) workshops and seminars dealing with techniques of instruction, new discipline developments and general issues in higher education; (5) grants for innovative teaching; (6) awarding of sabbaticals and (7) developing of personal and professional growth plans and contracts with the administration.

Still another similarity with learning development can be seen in faculty development's growth pattern. Bergquist (1978) reported that in the early 1970's, faculty development programs could be found on as few as 40 to 50 higher education campuses. By 1975 that

number had increased to over 200. Just two years later Centra(1977), in a survey of 2,600 higher education institutions, had identified 1,044 insititutions which reported having "an organized program or set of practices for faculty development and improving instruction". Research by the Southern Regional Education Board found 78 different titles for faculty development activities (Crow, 1976). Due to the variations in definition, a direct comparison cannot be made. It is legitimate, however, to describe the rapid evolution of faculty development programming as equally spectacular to that observed in the learning development movement.

The faculty development thrust currently appears to have a fiscal advantage over learning development in that nearly three-quarters of its operating budget comes from general institutional funds. The remaining one-quarter of revenues comes from foundation, state, or federal sources, typically in the form of nonrenewable seed money grants. Since there is clearly no provision for continuation on soft money, institutions are doing a much more thoughtful job of developing a "sense of belonging and ownership" both conceptually and fiscally for their faculty development commitment. Although, faculty development may not have had the short-term benefit of heavy infusion of federal funds, this domain may be much stronger in the long-term as a result. These programs may already be fully incorporated

on hard money while their learning development counterparts are still knocking at the door.

Faculty development has clearly established itself as a rapidly evolving area of emphasis. Since the factors which have brought it into sharper focus are ever increasing, it is very likely that the growth will continue into the 1980's. How well this domain will fare in times of dwindling resources rests on how well its cost effectiveness can be demonstrated. Currently, faculty development programs are operating on face validity alone. Only 14% of the respondents to the Centra study reported an adequate evaluation plan. Generally, evaluation involved merely a summary of activities. Any objective evidence of change in student or teacher performance was rare. Since most programs were less than three years old at the time of the survey, lack of evaluation sophistication could be reasonably expected.

To survive in the future, these faculty-centered programs will have to be able to effect positive and measureable changes in faculty skills and behavior which will yield more effective teaching and learning outcomes. Without such evidence, resources are likely to be shifted to other more productive domains or areas of emphasis.

The Instruction

The two previous sections have focused on the development of either the provider of knowledge - the

faculty - or its recipient - the learner. A third legitimate area of emphasis is the actual vehicle by which the teaching-learning paradigm is delivered - the instruction. In the instructional development arena, the focus is on the processes and conditions under which teaching and learning occur, with particular emphasis on the design and delivery of instructional units or courses.

Unlike the two previously discussed domains, instructional development has evolved as a formal academic specialty employing the systematic and continuous application of learning principles and educational technology to develop the most effective and efficient learning environment. As Gaff (1975) suggests, the instructional development specialty is a purposeful blending of several intellectual traditions. The research applications of the learning psychologist, the design emphasis of the curriculum specialist, the media orientation of the educational technologist, and the scientific method of the systems approach all combine to yield this important academic discipline.

Since the specialty is relatively new in academia, there is often confusion and suspicion about its practitioners' role and responsibility. Credibility and faculty acceptance of the instructional developer as a facilitator rather than a judge is critical to the ultimate success of any instructional development program.

If these individuals are perceived as agents of the administration, their effectiveness will be severely limited. Since the faculty typically see themselves as masters of their discipline, any tampering with the instruction they have created can be viewed as very threatening. Also, instructional developers are often challenged because they do not have equivalent mastery of the subject matter being taught. The fallacy in this argument rests on the mistaken belief that the subject matter and design of instruction are an indistinguishable single entity. The instructional development specialist must assist the faculty recognize that content and process are discrete and separate entities which can be more effectively organized using a cooperative partnership approach. The skilled instructional developer must carefully help the faculty recognize the benefits of instructional development and encourage them to initiate the request for assistance. The practitioner must, therefore, have exceptional interpersonal as well as professional competence.

Although the desired traits and expertise of the instructional development specialist may generalize across campuses, the specifics of their services are not uniform. Those with a media orientation tend to encourage the development and production of audio-visual materials. These services can be as simple as helping faculty prepare their own hand-made transparencies to the design and production of a multi-camera color video tape instructional

course. Those with a learning theory bent tend to look more toward the creation of learning objectives and the appropriate sequencing and mastery of successive instructional modules or units. Others with preferences in the educational technology area may encourage the development of computer assisted and managed instruction, compressed speech technology, and the use of a variety of "teaching machines". On the other hand, the curriculum specialist may wish to focus on course design options like the Keller Plan or Personalized Systems of Instruction (PSI) and other individualized or mastery course approaches. The individual with a systems orientation might be particularly interested in linking modules of instructional hardware (equipment) and software (programs) into an integrated network. Although some instructional development centers have a unidimensional thrust, several larger centers use a combination of these approaches. Regardless of the specific orientation of the instructional development facility, each focuses its energy on the specific improvement of instruction.

The current scope of the instructional development domain is difficult to quantify. Previous research by Centra (1976) linked faculty development programming with instructional development. Sullivan's (1979) research made a similiar linkage between learning development and instructional development. Factoring out those units identified as uniquely instructional development facilities is, therefore, not possible with any precision. Another

complicating factor is how the audio-visual equipment "check-out" unit is to be classified. If merely checking out equipment and films is interpreted liberally as an instructional development activity then the number of instructional development facilities would be overwhelming. This type of activity does not, however, legitimately qualify as instructional development as previously defined. Sullivan (1979) reported that less than twenty percent of the 1,848 "learning centers" he identified could be strictly categorized as discrete instructional development facilities. These programs are typically found in two types of institutions. Professional medical and dental schools almost always had a designated instructional development unit. This is understandable when one considers the intensiveness of the curriculum and the fact that the professors may be less threatened since they see themselves as professionals first and teachers second. The other highly involved type of institution was the large publicly funded four year universities.

The one distinct advantage the instructional development domain has over the others previously discussed is its foundation in a legitimate academic discipline. As more scholars and practitioners of this discipline find their way into leadership roles in higher

education, their visibility, credibility, and acceptance should increase. Since the traditional academic scholar has no formal training in instructional design, the need for such specialists to work in a partnership role with subject matter specialists is obvious. If faculty and instruction continue to further stagnate in the difficult decade ahead, the cost effectiveness of the instructional development domain should become increasingly apparent. How well existing instructional development specialists and centers perform will tend to either accelerate or decelerate the incorporation of instructional development into higher education's favored program category.

The Organization

Heretofore, focus has been placed on three separate and individual entities; the learner, the faculty, and the course of instruction. What has been overlooked is the fact that the higher education institution is a community of many groups and clusters of faculty, students and courses. The institution operates within a social group process environment. For desired change and growth to occur and persist, the environment or "zietgeist" must be right. If the environment is not conducive, new, more effective and productive learning and teaching behaviors, once tried, will succumb to the prevailing lethargy and inertia which innately resists change. Without full recognition of this fundamental

principle of human and organizational change, long-term benefits will be difficult to realize. Simply stated, the institution's formal and informal reward systems must be congruent with the institution's mission and must create a favorable teaching and learning atmosphere.

The higher education institution, like any other organization, has a highly complex morass of policies and procedures which structurally and operationally interrelate groups and units within the institution. Whether these existing policies and procedures tend to foster or hinder positive and harmonious growth within the organization is an important issue which is frequently overlooked.

Emphasis in the organizational development domain takes the whole institution or its subunits as its focus and seeks to improve overall functioning, primarily by systematically applying principles of group process and change (Gaff, 1975). French and Bell (1978) see the thrust of organizational development activities as facilitating long-term improvement in an organization's environment.

Like instructional development, organizational development has its roots firmly planted in the theory and application of the behavioral and social sciences. Although it has existed in a formative stage for several decades, it was not until the 1970's that the field approached maturity with the increased publication of

theory and research findings. Much of its development and innovation has occurred in industrial organizations where theory and practice are becoming increasingly sophisticated and scientific.

In the nonacademic setting, organizational development programs frequently employ some of the following techniques: (1) process consultation with individuals and group using team building and intergroup workshops to build trust, openness, interpersonal competence, and conflict management and problem-solving skills; (2) action research to diagnose problems, seek solutions, effect change, and evaluate the outcomes; and (3) goal setting and planning activities in the development of organizational policies and procedures (Boyer & Crockett, 1973).

Although industry frequently enlisted consultant assistance from higher education in the initiation of their organizational development activities, higher education's past and current involvement in organizational development in its own setting appears to be limited.

Admittedly, there are several differences between the industrial and higher education environments. In industry, the profit motive is primary and fundamental. Higher education, however, has a much more diverse goal structure, has greater difficulty in defining and measuring the quality of its product, and is highly influenced by external attitudes and fiscal factors for survival (Boyer & Crockett, 1973). Also, industry

has a much higher proclivity for investment in internal research and development activities than does the non-profit higher education sector. As Boyer and Crockett point out, higher education institutions have other differing internal organizational properties such as little interdependence within and between groups, greater autonomy of departments and colleges, professional and academic freedom of its faculty, the independence of its courses of instruction, and the faculty's tendency to identify with their profession rather than with their institution.

Given these differences, it is not surprising that higher education has not mirrored the growth of organizational development in industry. In the decade to come, however, higher education may find that the organizational development domain is a highly fruitful area on which to focus. As distasteful as change under duress may be, much can be learned and applied from an organizational development approach to the management and administration of educational assets and resources and the environment in which they exist.

The Interactive Concept

Up to this point, the four domains addressed have been depicted as discrete and mutually exclusive areas of emphasis. Each, in fact, does have a portion of its activities, interests, and involvements which are properly identified as unique and separate. On many

campuses they are viewed and administered as separate and independent concerns. As previously discussed, efforts in any one of the four developmental domains has considerable potential for producing results to enhance the higher education instructional environment.

Early biological research has shown, however, that one cannot extract an organ from the human body, examine it in isolation, and then make correct conclusions on how it operates in the system. The same principle holds true in the examination and analysis of the management and administration of an educational institution. To understand the system one must examine how its subcomponents operate and interact within it. This insight coupled with the synergistic notion that the whole can be greater than its parts is the essence of the holistic and interactive relationship that the proposed model wishes to explore.

The Model

The conceptual model displayed in figure 1 attempts to graphically portray the four referenced domains in a Venn Diagram of four intersecting circles. Table 1 describes the coding system employed to identify the various combinations of exclusive and interactive areas. As the model depicts, each of the four domains has its own mutually exclusive areas labeled by Roman numerals I-IV. The model also pictures those areas of overlap or interaction between two, three, or all four domains.

From this model, one can conceptualize how the learning, faculty, instructional, and organizational development domains can exist as both separate and interactive activities. The power of the model rests in the purposeful management and administration of educational assets and resources to maximize the four-way beneficial interactive effect pictured in the center of the Venn Diagram.

Discussion

The new model herein proposed comes from a conceptual reorganization of the pioneering work of Gaff (1975) and Bergquist (1975). Although it incorporates the insights of each, it simultaneously deviates in three important and fundamental ways. First, it establishes a significant distinction between instructional and learning development over looked in the earlier works. Secondly, it places new emphasis on the synergistic and interactive relationship between learning, faculty, instructional and organizational development as a purposeful management activity. Finally, it is depicted in a unique graphic and coded fashion.

This model is offered not as a panacea but merely as a second generation of thought on the issue. It is hoped that the model and the discussion of the individual domains which preceded it will heighten the awareness of the reader to the importance of the issues addressed and will provide a new conceptual framework around which more enlightened management and administration might be made.

For those institutions with more than one of

the four components in place, a re-evaluation of how they are operationally and administratively organized may be in order. For those without full involvement, this model might provide a guide for program development. In either case the temptation of administering these units as separate and unrelated peripheral entities should be avoided. The skillful management of the synergistic interaction of these four developmental domains may be the key to survival in the perilous and challenging decades ahead.

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HOLISTIC MODEL OF
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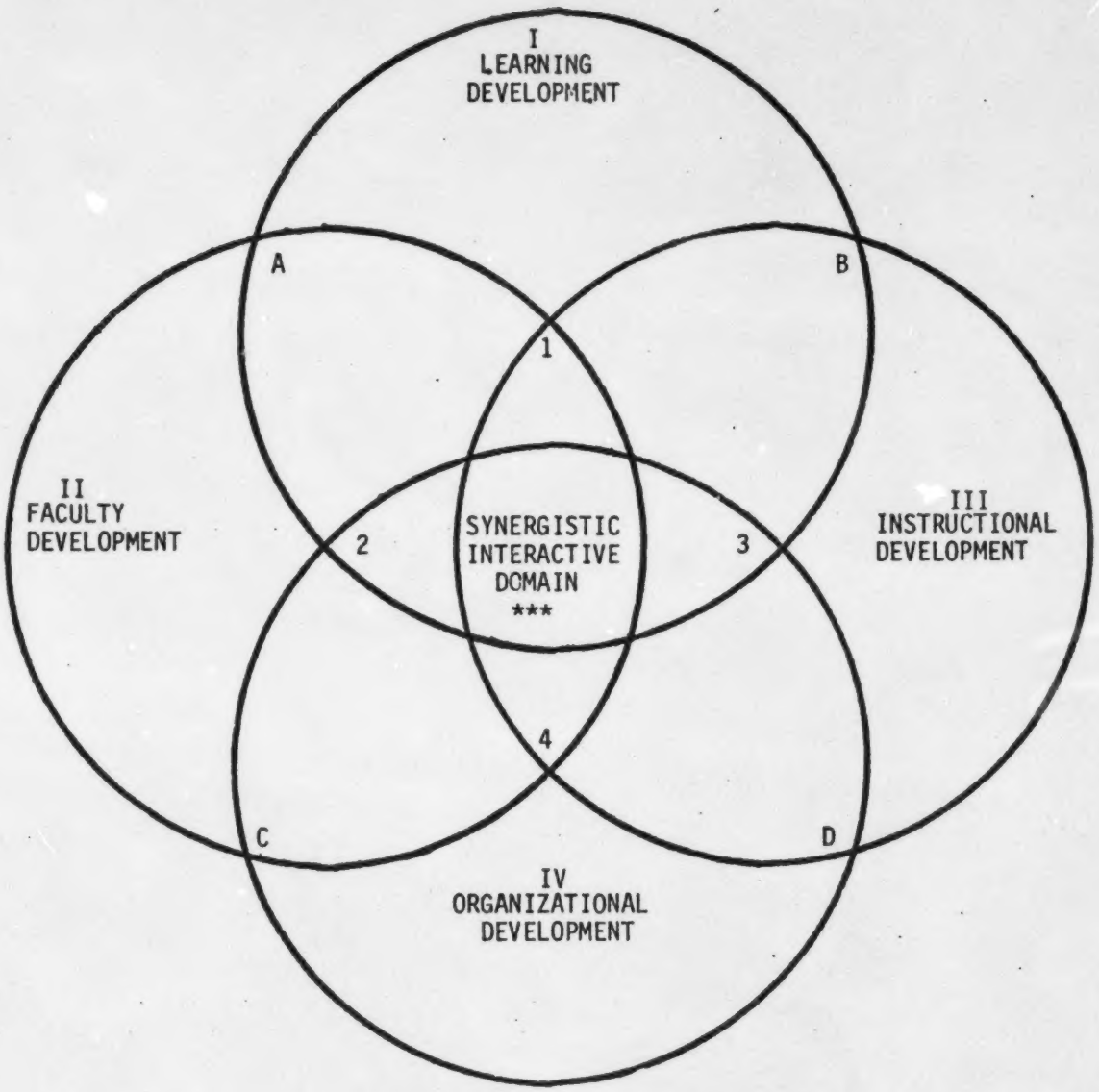

figure 1

TABLE I

VENN DIAGRAM CODING
OF AREAS OF INFLUENCE

Symbols	Areas
Roman Numeral	
I	Exclusive Learning Development (LD) Domain
II	Exclusive Faculty Development (FD) Domain
III	Exclusive Instructional Development (ID) Domain
IV	Exclusive Organizational Development (OD) Domain
Alphabetic	
A	Exclusive LD/FD Interactive Region
B	Exclusive LD/ID Interactive Region
C	Exclusive FD/OD Interactive Region
D	Exclusive ID/OD Interactive Region
Arabic Numeral	
1	Exclusive LD/FD/ID Interactive Region
2	Exclusive FD/LD/OD Interactive Region
3	Exclusive ID/LD/OD Interactive Region
4	Exclusive OD/ID/FD Interactive Region
Graphic	
***	Exclusive LD/FD/ID/OD Synergistic Interactive Domain